

## **Section 2. Key Tools for Disseminating and Collecting Information**

### **2.1 Identify and work with Community Leaders**

To identify key Community leaders, a public meeting will be held in each of the identified planning areas (See Section 3 "Planning Area"). The Planning Department will seek individuals with a strong commitment to the planning process and who will remain dependable and reliable throughout the countywide zoning process.

Community leaders may be members of a local board or committee, such as a school board, local grassroots group, or civic club. Community leaders may also be citizens who are generally interested in this project for whatever reason and who are also well connected to their community and interested in relaying information about the project.

Some community leaders may serve as representatives of their community on smaller committees. Community leaders would ideally be distributed throughout their planning area to the greatest extent feasible to avoid a geographical monopoly of the process. They should have some level of experience in facilitating group discussion, communicating potentially complex information, identifying necessary project related resources, and/or building consensus through public participation.

#### **Identification Process**

The Planning Department will work with Planning Board members, volunteers involved in the early formulation of the public involvement plan, and the Board of County Commissioners to identify key community leaders. However, this is only an initial identification process. Community leaders may be identified later through more formal processes, such as Planning Committee discussions about who needs to be "at the table," or they may emerge during the project.

#### **Initial Input from Community Leaders.**

Ravalli County has an agreement with the Public Policy Research Institute (PPRI) out of the University of Montana for assistance in refining a list of potential key community leaders that involves refining lists of key individuals provided by the Planning Staff, Planning Board, Board of County Commissioners and other volunteers working on the public involvement plan. The initial input by these individuals will be utilized to help provide an early evaluation of the countywide zoning work plan, the public involvement plan and ideas related to formation and function of Planning Committees. These individuals will be interviewed and their comments compiled and utilized in refinements to the work plan, public involvement plan and planning committee ideas. The interview format and questions are as follows:

#### **Interview Questions:**

#### **Ravalli County Zoning Workplan Public Involvement Plan**

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You are being contacted as part of an assessment of the interests and concerns of those interested in and/or affected by the county's zoning proposal, and to solicit input and advice on how to involve the public throughout the planning process.

1. What are your interests and/or concerns with respect to growth in Ravalli County generally and with respect to zoning more specifically?

2. How familiar are you with the interim zoning regulations that voters approved last fall? With the county's proposal for developing new zoning regulations?
3. What information related to the zoning process is currently available to you? Is it credible? What additional information would you like?
4. When related to planning and zoning issues, what are the characteristics of a good public process from your perspective?
5. Do you have suggestions on specific strategies for public participation? (i.e. how best to disseminate information to you, people you know, the public at large; how best to engage interested and affected members of the public in the work of developing zoning for your area in particular and the county in general.)
6. How would you personally like to be involved in the zoning process?
7. Within the context of a countywide zoning proposal, what are the most important issues that need to be addressed from your perspective?
8. How should these issues be addressed? In other words, how would you frame one or more options or approaches to dealing with the issues you identified?
9. What concerns, if any, might others have about the options you suggest? And, do you have any suggestions on how to address these concerns in a way that satisfies as many different interests as possible?
10. Given the diversity of interests that need to be accommodated in a zoning proposal for the county, what are the characteristics of a successful outcome?
- 11.
12. Is there anyone else you think we should be interviewing and why?
13. Do you have any questions for me?
14. Do we have your correct contact information? Preferred method of contact (phone/email/mail)?

**Comment [k4]:** Add one or two questions about Planning Committee formation/function/role and potential pitfalls.

#### Overall Role of Community Leaders

Community leaders will provide insight into specific methods of giving and receiving information throughout the process. They may take active roles in the planning process at the local and/or countywide level and they will often serve as a conduit to distribute information to others they know.

## **2.2 Identify and Establish Community Planning Committees**

Planning committees will be established in each planning area. Each Community Planning Committee will be composed only of people who live within their respective planning area and can represent various interests.

These committees will help develop and review ideas, documents and maps when smaller groups are needed to work intensively on portions of the countywide zoning project. They will also help to disseminate information about the project and identify ways people can be involved as the project progresses.

### **2.2.1 Purpose of Community Planning Committee**

- Provide direct communication with Planning Department
- Provide direct communication of Planning Board
- Facilitate planning activities in their planning area

### **2.2.2 Function of Community Planning Committee**

The Community Planning Committee serves as a direct liaison between interested citizens in the planning area and the County Planning Department/Planning Board. The CPC has the following primary responsibilities:

- Listen to and report on the community's views, interests, and values
- Gather necessary facts, information, and opinions
- Offer long-term vision for how their planning area should develop
- Help facilitate meetings
- Create and advise on preferred public outreach methods for their planning area
- Disseminate information to their community
- Respond to issues referred by planning staff, Planning Board, and Board of County Commissioners
- Share information and work closely with other Planning Committees on mutual issues and/or geographical areas
- Report committee findings to the Planning Department and Planning Board

### **2.2.3 Sideboards/parameters**

Because of the limited duration the County has in which to consider countywide zoning, it is important to note certain limitations present in the function of Community Planning Committees. First and foremost, we are working under a finite time limit. The zoning workplan and timeline (Appendix A) should be adhered to as stringently as possible. CPC constraints include:

- Time limitations
- Adherence to zoning workplan – especially Phase 1
- Scope of work may be limited for different components of the project and those sideboards will need to be identified for the Planning Committees as each item is

referred to them. Different project components to be referred to the Planning Committees include the following:

- Provide feedback on public involvement plan
  - Provide feedback on regulatory framework
  - Inform and provide feedback on land capability and suitability analysis
  - Help develop countywide zoning map
- Level of involvement and commitment of members

## 2.2.4 Expectations of Community Planning Committees

Recognizing constraints within this process necessitates the need to establish particular sideboards. One sideboard is an evaluation of certain expectations of Community Planning Committees. The Planning Department expects Community Planning Committees to:

- Work within the overall framework of the Public Involvement Plan
- Inform themselves and others about planning processes and terminology, including long range planning, zoning and subdivision review
- Respond to the issues referred by Planning Staff, the Planning Board and the Board of County Commissioners
- Submit well-considered and timely responses to the Planning Department
- Work within the scope and parameters of the countywide zoning workplan and timeline
- Work within the sideboards established for each project component
- Carry out work in an effective and efficient manner
- Recognize budgetary limitations

## 2.2.5 Organization of Community Planning Committee

- "Core/Satellite" → A small group of individuals (the 'core' group) serve as the direct representatives of their community. The core group is responsible for compiling meeting notes, getting information to the PD, establishing meeting times, facilitating meetings, developing their local committee work plan, etc. The Core Committee will be recognized by the Planning Board, Planning Department and Board of County Commissioners as the formal committee. Only members of the core group are authorized to submit materials to the PD. Satellite members are any other interested and involved members of the community. Both the Core and Satellite members are necessary to form the legitimate planning committee.
- Core Committees should consist of 5 – 7 people, preferably an odd number.
- Satellite Committee membership is open to any member of the public, and should not be limited in participants.

## 2.2.6 Selection of Core Community Planning Committee Members

There exists potential for a divisive public process via Community Planning Committees. Certain interest groups may attempt to overwhelm discussion simply by committing many individuals with similar interests to attendance. While the Planning Department recognizes the need to form Community Planning Committees whose members represent a broad-range of interests, we

**Comment [k5]:** When does this really need to happen? Is it possible that the committees could focus initially on recruitment, information dissemination, review of regulatory framework and assistance with the land capability and suitability analysis without having a core group identified, but by summer when we are trying to figure out how local planning committees will be involved in the development of zoning maps we will need the core group???

**Comment [j6]:** I like this idea for a couple of reasons: it takes the pressure off defining objective selection criteria until we have a good feel for how the CPC's are shaking out. My prediction is that a viable selection method will unearth through this more informal process. It also allows more people to participate in the open-ended visioning exercises without committing to a bunch of time. Some people may want to put their two cents into the community vision, but not commit to preparing deliverables. Also, it allows us to observe group dynamics before any Core members are selected. We would have a good idea of any lopsidedness forming.

also recognize there must be some method to select these individuals. For any of the options, there needs to be a set of selection criteria for the Core Committee.

Potential methods of selection:

1. BCC appointment → Every person interested in serving on the planning committee submits their name to the planning department. The Planning department compiles each name from each area, along with any supporting materials, to the BCC. The BCC semi-formally appoints individual members. Alternatively, the BCC could make appointments based on recommendations from initial participants in Community Planning Committees and/or the Planning Board.
  - a. Pros: Legitimate method of selection. Selection process is known and used for many other boards. Legitimizes the BCC commitment/involvement in the process.
  - b. Cons: 'Top-down' approach might give appearance of favoritism. Possible perception of too much government interference. Time consuming.
2. Planning Board appointment → As above, each interested Planning Committee member submits their name to the Planning Department. These names are compiled and delivered to the Planning Board along with supporting materials. The Planning Board votes and appoints members to each area's Planning Committee. Again, the Planning Board's selection could be based on recommendations from the initial participants in Community Planning Committees.
  - a. Pros: Results easy to verify. Each planning area has a say in formation of other Planning Committees. "Flattens" the selection process, i.e. Darby Planning Board representative has a vote on the members of the Florence Planning Committee.
  - b. Cons: Time consuming. May be considered "top-down" by community members. Planning Board selections may not be agreeable to the Board of County Commissioners.
3. Community appointment → The people of each planning area select and elect Planning Committee members.
  - a. Pros: Ground-up selection process. Voting process allows each person to have a say. Grass-roots democratic method of selection.
  - b. Cons: Results difficult to verify. A fair voting process could be difficult to implement and too expensive to support. Concern about potential for one or two influential groups to affect the process. Selected members may not be agreeable to Planning Board and/or Board of County Commissioners.
4. Self selection → Those who show up at meetings and commit to the process will be on the committee. No County department, board, or commission nor any community members would have any say in who is on the board under this option.
  - a. Pros: Every single person wishing to be on the PC could.

- b. Cons: Difficult to get consistent products. Lack of clearly defined leadership/accountability. Unlikely to be able to have a limited number of Core Committee members. Selected members may not be agreeable to Planning Board and/or Board of County Commissioners.
5. Hybrid → Citizens within each planning area, using the defined criteria in Section 2.2.7, select a Core Community Planning Committee. All attempts should be made by members within that community to select individuals who represent a broad-based constituencies and interests. The County will recognize the group chosen by the community at-large as the core Planning Committee. The core group shall nominate alternative members should a core member be removed.

Note: If it becomes evident to the Planning Department, Planning Board, or the Board of County Commissioners that group dynamics are unhealthy, specific interests are too heavily represented, or if petitioned by 15 citizens at large, the Planning Board may remove one or more Committee Members. The vacancy shall be filled by an alternate selected by the Planning Board

**Comment [k7]:** petitioned by? what does this mean? if there is overwhelming public concern generated?

- a. Pros: Similar as Option 3 "Community Appointment". No top down interference unless and until group dynamics negatively alter. Could prevent interest lopsidedness.
- b. Cons: Evidence of group degeneration possibly perceived as arbitrary.

## 2.2.7 Criteria for Committee members

- A dedication to the process, not the outcome
- Commitment to objectivity
- Reliability
- Some level of group facilitation skills
- Dependable
- Accountable

**Comment [k8]:** If we did not have the core group established at the beginning, maybe the local planning committees and planning board could help identify other ways of identifying appropriate core members, such as representing different segments of the community. And these types of representations may be slightly different from planning area to planning area.

## 2.2.8 Community Planning Committee Roles During Phase 1 Project

A truly comprehensive set of zoning regulations can only result from a truly comprehensive visioning and data gathering process. Recognizing the limited time in which the County has to contemplate comprehensive zoning is one important consideration with respect to the process. There may not be a sufficient amount of time to conduct typical visioning-oriented meetings and exercises. For this reason, the Planning Department has outlined a suggested role for Community Planning Committees in the Phase 1 zoning process that will, in keeping with the principles for public involvement (Section 1.2.6 of this document), increase efficiency, provide a deliberate Committee process, and demonstrate flexibility.

1. Initial Community Planning Committee Role (Spring to early Summer). This section describes the anticipated role of the Community Planning Committee in the early start up phases of the project as this project is first introduced to communities and the initial components of the project (public involvement plan, draft regulations, land capability and

suitability analysis) are developed. Towards the end of this time period a core group will be established for each area in preparation of the involvement of the CPCs in development of local zoning maps. The following objectives should be achieved during the initial Community Planning Committee formation:

- a. Initial recruitment of committee members, orientation to the project, develop local work plan
- b. Develop a plan for informing planning area residents of the project and strategies for involving a broad cross section of the planning area residents and property owners in the countywide zoning project and particularly for their planning area activities. (As an example, an area might want to hold work sessions for members who can commit a significant amount of time and then periodically hold a public forum to update the community in general – or even to share their work with neighboring planning areas.)
- c. Learn about key project components and provide feedback.
  - i. Draft public involvement plan (will be available [redacted])
    - (a.) Review and provide comment on the plan, with specific attention paid to [redacted]
    - (b.) Sideboards for review and comment: [redacted]
  - ii. Draft zoning regulations (will be available [redacted])
    - (a.) Staff will present an overview of the regulations at a public meeting, followed by an in depth workshop for those interested in understanding and commenting on the regulations
    - (b.) Review and provide comment on the draft regulations
    - (c.) Sideboards for review and comment: [redacted]
  - iii. Draft land capability and suitability study will include data analysis and mapping of existing conditions and trends and appropriate
    - (a.) Initial base maps are planned to be available [redacted]
    - (b.) More detailed analyses are planned to be available [redacted]. Planning committees
    - (c.) Sideboards for review and comment: [redacted]
- d. Identify common values for residents and property owners of a planning area using the Growth Policy and local goals and policies from the Growth Policy Tools Document as a starting point. Address key issues such as (but not limited to):
  - i. Community involvement
  - ii. Transportation
  - iii. Parks, recreational facilities, open lands
  - iv. Educational facilities
  - v. Emergency services and facilities
  - vi. Agriculture and forestry
  - vii. Economic development and commercial/industrial lands
  - viii. Residential housing needs and affordable housing in particular
  - ix. Natural environment
    - (a.) Surface and ground water
    - (b.) Wildlife
    - (c.) Forest lands
    - (d.) Wetlands
    - (e.) Other natural amenities

**Comment [k9]:** for review and approval by BCC?

**Comment [j10]:** How about review/approval from the PD or PB? Because we've been involved in the nitty-gritty details the past few months, we would have a better handle on refining the CPC workplan scope.

**Comment [j11]:** Perhaps we should also provide general information about subdivision and exemption administration.

Note: This part of the process will likely rely on obtaining data and maps. Staff recommends that all groups use maps and information available from the Planning Department to ensure some consistency among data sets and the

quality of data used by communities. Staff will work out a way to provide sets of base maps to each community and adequate assistance for CPCs to be able to understand and utilize the maps. *Does this overlap with the land capability and suitability analysis stuff above – should they be more connected?*

**Comment [j12]:** Yes, but I think its OK. Having people look at existing conditions would spur initial thinking.

2. Planning Committee Role (Summer to Late Fall/Winter):
  - a. During the summer (once the land capability and suitability analysis is complete), core groups will help assist the Planning Staff, Planning Board and BCC in determining how best to develop zoning maps for each planning area. Outside assistance with this project will likely come from the University of Montana's Public Policy and Research Institute. This will likely involve a series of meetings to test out different processes, practice facilitation skills and come up with a base methodology that can be used in each planning area while still allowing for some flexibility to allow for each planning area to fit it to meet their needs.
  - b. During fall, the CPC (core group and satellite members) will test the methodology for developing a zoning map for one planning area. Representatives from each CPC will be asked to attend and help evaluate the methodology.
  - c. CPC core group members will work with Planning Board, Planning Staff and the Board of County Commissioners to evaluate the first mapping session and make any necessary changes to the methodology.
  - d. During late fall to winter CPCs will utilize the agreed upon methodology to help develop zoning maps in each of the planning areas. This process will likely require multiple meetings to develop maps, get them produced, review and revise, produce new maps, etc.
  - e. During the winter, CPCs will present their final maps to the Planning Board and Planning Department. Preparation will then begin to finalize the countywide draft map for the formal public process.

3. Planning Committee Role (Winter to Spring 2008) *need to add more here!*

- a. Help with preparations of final draft map/regulations
- b. Participate in public hearings and help with assessing comments and making revisions resulting from public hearing process

### 2.2.9. Relationship between CPCs and Planning Board, Planning Staff and Board of County Commissioners

The intent of this section is to describe how the CPCs will relate to and interact with the Planning Board, Planning Staff and Board of County Commissioners. This section should provide CPCs with a reasonable expectation of the assistance they will get from staff and Planning Board members. As the project progresses, there may be additional support requested and this section helps identify how to process those requests and accommodate additional support given the fiscal and human resource limitations of the County.

List out what CPCs can expect for each phase of project?

Explain how to request additional support and what criteria might be utilized to evaluate those requests?

(Add more here to try and set reasonable expectations as to what kinds of direction, support and interaction CPCs will have from PB, PD and BCC.....)